DYNAMIC RECORD MANAGEMENT TO SUPPORT SCHOOL ACCOUNTABILITY

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Abstract

The aims of this research are to know the implementation of dynamic records management to support school accountability, identify the components needed for implementing the dynamic records management in schools, and know the constraints that appear in implementing the dynamic records management. This study is a qualitative research. The data was collected by using documentation, observation and interview. The validity of data was measured by having triangulation. Further, descriptive analysis was also used to analyze the data. Then, the results show that (1) the implementation of dynamic records management in the school to support its accountability has not been consistently implemented (2) the components needed for handling the dynamic records management at the school are human resources, infrastructures, and systems, (3) the constraints faced by the school relate to the implementation of dynamic records management are the low archive competence for archivists and the lack of archival facilities. Therefore, joining trainings about archive filing is needed, and school should provide archiving facilities and infrastructure. To prevent the lost of records, standard operation procedures for archive storage, and borrowing archives are really needed. Finally, supervision of archives should also be increased.

Keywords: management, dynamic records, school accountability

1. INTRODUCTION

School Based Management is one of the government's efforts to achieve the benefits of human resources in the mastery of science and technology. Granting broad autonomy to the school education is the government’s concern for the symptoms that arise in the community and for improving the quality of education. The main purpose of MBS is to improve the efficiency, quality and equity of education (Mulyasa, 2009).

A School can be called as an accountable institution if it can maintain the quality of its output, so that, it can
be accepted by the public. In this case, the quality of its output is necessary as it is used to determine whether an educational institution is accountable. In addition, the accountability of an institution depends on the ability of the institution to show its responsibility to use the authority wisely and correctly. As a matter of fact being trustable school is a challenge for an educational institution. Jalal (2001) stated that in Indonesia, many educational institutions are weak; and they are not accountable.

Irianto (2012) also argued that there are many problems appear for developing the education in Indonesia. One of them is accountability. Here, an accountability system focuses on the school performance. It can be obtained from the data, collected and reported by the school (Fuhrman, 1999). Further, Gold and Simon (2003) also wrote that the accountability system of a school can be categorized as good if the school can provide relevant information and evidences about performance accountability.

The relevant evidences pertaining to school accountability are authentic documents, produced during the process of education in schools. Ideally, these documents should be archived well, so that they can be functioned as supporting document reports. Unfortunately, many schools have not had a good filing system yet. In other words, nowadays the role of documents to the accountability of schools is still low. According to Oktarina (2013), accountability of schools is still low as it has not been supported by sufficient documents. Schools have not been able to responsible for showing their good performances optimally to both internal and external parties. The low accountability occurs because the school does not have ability for archiving documents. Based on Government Regulation No. 19 of 2005 on National Education Standards, it was written that one of the characteristics of an effective school is school accountability.

The documents of school are called as school archives. They can be beneficial for the organization if they are managed orderly. However, if the archives are managed carelessly, they will cause problems for an organization. The piled-up documents and bad archiving system will create an uncomfortable room. That condition may affect the school performance and the function of an organization. A bad archiving system will be a barrier in the process of decision making, legality, and organization accountability. If a good dynamic record management is implemented well at school, it will support the accountability of schools.

2. ARCHIVES

2.1. Archives Concept

Archive comes from the Dutch word, “Archief”. As Indonesians are difficult to pronounce that word, so that, it is adopted as “archive”. Liang Gie, cited by Mulyono (2011) stated that archive is a collection of slips which is recorded systematically. The aim is to make ones easier in working especially when those slips are needed again in the future. According Barthos (2009), a record is any written record either in the form of a picture or a chart listing. It compromises of subject or event explanation that can help ones’ memories. In Great Indonesian Dictionary (2008), an archive is a written document that has historical value and it is stored and maintained in a special place as references. Based on Law No. 43 of 2009 article 1, paragraph 2; an archive is a recording of activities or events in various forms and media which is in accordance with the development of information, technology, and communication. Moreover, it can be accepted by state institutions, local governments, educational institutions, companies, political organizations, community organizations, and individual.

Knowing the notions of an archive from some experts, it can be concluded that an archive is a collection of records or files that has use values. Then, it is stored and used to support the government activities. Archives in institution should be stored. In archival storage, some documents are kept for a period of time, but there are also documents that must be kept forever. There are records that need to be stored temporarily (up to one year, partly saved 1-5 years, another 5-10 years), and some records need to be kept eternally (Mulyono, 2011: 7). Based on the frequency of archive use as material information, it is divided into two records, active and inactive records.

Dynamic active archives are records that are still used directly in the process of working activities. In a certain period of time, they are often out of the active archive storage. Active records will be broken easily if its use is less cautious because these records are often used. While inactive records are records that are used indirectly as information material. In active archives are required occasionally. In contrast to the active records, inactive records will often be at the storage place.

Amsyah (2005: 2) argued that there are two types of archive, records and static archives. Records are all records that are still in various offices; such as government offices, private, or community organizations because they are used directly in the planning, implementation, and other administrative activities. Then, static archives are the archives which are stored in the National Archives. They are obtained from the dynamic archive, got from various offices.
Sukoco (2007: 84) wrote the classification of dynamic archives (documents) based on their uses. There are two types, active documents and inactive documents. Active document is a document used continuously at least 12 times a year. This document covers employees’ documents who still work, purchasing of raw materials documents at the ongoing budget year, and correspondence, done by the organization with external parties. Inactive archives are long-term documents and semi-active documents. Semi-active documents are documents that are used at least five times a year.

A dynamic archive records past information and provide information for the future. Archives preserve history for future generations. In the future, past information is needed for a proof as well as decision making. If the archive is lost or damaged, then most of the information written there may not be recoverable. Some information, recovered may only the result of employee retention and may contain distortions that rather different from the original records.

2.2. Filing

Filing has a role as a "central memory", "resources" and "as a surveillance tool" which is indispensable in any organization (Barthos, 2009). The concept of filing has a very broad range are both as a tool to help human memory, as well as in the implementation of government activities and the implementation of national life. In addition, it is also becomes one of archival materials for scientific research. Conducting researches about specific issues will be easier when archival materials are collected, and stored properly and regularly. According to Priansa (2013), archiving is activities associated with the management of the archive or archives administration. Filing has many functions, they are as: a) a store of slips. Script is a collection of documents or files, b) library tools, especially in a large organization that organizes a centralized system, c) a tool for leadership and management in making decisions. At the time of decision will be made, leaders should view the prior archive as the evaluation materials, so that, the right decisions can be made, d) a tool for making the work effective and efficient. A document or file is always needed by every organization. Documents that will be needed can be directly obtained if the company runs an archival system correctly, e) tools to solve the problems faced by the organization as every organization will face a problem. In this case, the problems can be solved by viewing the records sometimes, because archive is the real evidence, f) tools to provide the necessary information to those who need the data. Data cannot be obtained by fictitiously. However, the archives can show the data clearly, g) events resources and ongoing activities at the office. All events within a company or agency can be stored in the archives in the form of videos and photos.

Archival storage system, according to Amsyah (2005,) can be done by using five ways. They are written as follow: a) chronological system, b) alphabet system, c) number system, d) geographical system, e) subject system. Chronological system is the script storage system based on the sequence of the time the letter was received or sent. Archives are stored by date of the file entry for incoming and outgoing mail. Alphabet system is a document storage system that is based on the alphabetical order of one's name, owns the document. The name can consist of two types, namely the person's name and the name of the agency. Archival storage with alphabet system is usually implemented in big companies. Those companies usually have a lot of customers, so that, the system is chosen because it requires name.

The number of storage system based on the code number in document of the person's name or the name of the agency. This system is similar to the alphabet system, but it uses numbers instead of name. Incoming or outgoing mail are given a code number and stored in order of the number. Unlike the system of the alphabet, the number system is more difficult to remember. Customers will be difficult in remembering the number of storage. Therefore, there is a tool called as an index. This index helps customers in remembering the numbers of storage, so that, customer are given index cards, contained of the storage number and customer name.

Geographic system is the document storage system that is based on the name of a place. This system is often referred to location system or place name system. The geographic system is usually implemented by big companies that have many branches. Storage is often used in a country because it is easier in the rediscovery of the archive.

The subject system is the document storage system, based on the contents of the documents. The contents of a document often refer to the subject matters, main problems, issues, information, or subject. Grouping on an issue or the content of the letter is used as an index in storing the mail.

2.3. Records Management

Archive storage on an institution/agency needs to be done after an archive is created or received. Archives should be stored, so that, when they are needed for some works, ones will be easier to find them. Archive can be stored in various ways to suit the needs. According to Mulyono (2011: 14), there are five (5) types of
storage systems that can be used by various organizations, both public and private, namely: an alphabet system, a subject system, a date system, a last number system, and a decimal classification system.

Meanwhile, according to Amsyah (2005: 71), a storage system is a system, used to ease works and deposit slip discovery. Commonly, an alphabetic system, a numeric system, a geographic system, a subject system, and a chronological system are categorized as the standard storage systems.

An archiving maintenance is an archiving protection. It is done in order to save the archives. It is to prevent the archive for being damage, particularly, its physical (Sugiarto, 2005: 83). To be able to maintain an archive well, archivists should know that there are some factors that cause damages. The effort for preventing damages is often called as ‘preventive’. Archivists know that the archives, stored can be damaged in different ways. By knowing how the archive is damaged, then the archivist can anticipate for making it still good.

Factors that cause the archives damage can be divided into two, namely intrinsic and extrinsic factors. Intrinsic factor is the cause of damage comes from the archive itself, such as paper quality, ink influence, and glue influence. The cause of the damage should be anticipated by placing the archives on the room and the right place. Extrinsic factors are the cause of damage comes from outside the archive, such as the physical environment, organisms, and human error. Physical environmental factors which have great impact on the physical conditions cover temperature, humidity, sunlight, air pollution, and dust. Archivist can do prevention by controlling the temperature of the room and also clean the dust from the archives. Next, biological factors and organisms that often damage archives are mushrooms, bookworm, moths, termites, cockroaches, and rats. The use of insecticide can be done to prevent damages.

Chemical factors that damage archives are usually caused by deterioration in the quality of chemical archive material. Human error is often the case that can lead to damaged archives. The examples are the spark of ember cigarettes, spills or splashes of beverages, and so on. In the archive room, there should be regulations to prevent damages caused by negligence humans.

Security safe guards are efforts to protect the archive from the lost, so that, information written at the archive is not known by an unauthorized person (Sugiarto, 2005: 92). Archivist should know exactly which records are confidential. If one put the archive on the wrong place, it will create fatal consequences. Crucial archive is grouped into unimportant records are the examples. In general, dynamic archives are confidential. Further, there are some ways for making them protected; they are written as follows: a) archivist should really be the person who can keep a secret. Confidential things of a company may not be reproduced either directly or indirectly. Therefore, an officer of the archives should be responsible for keeping secrets of the company; b) there should be a controlling system for borrowing archives. Archivists are not carelessly giving the company archives to others. There are rules in borrowing archives. Not all the archives can be lent. There are certain records that cannot be borrowed, c) there should be a ban for all people not to take the archives from their places, unless the archivists. To avoid lost archives or damage archive, here only archivists who are allowed to take the archives; d) archives should be put in a safe place as archive theft can occur at any time. As a matter of fact, there are others who really want the information written at the archives. Companies must be able to store the archive in a safe place of theft.

One of activities, undertaken in records management by archivists is shrinking activity. There are some ways to depreciate or reduce the archives; such as: a) moving active archive into inactive file storage in a processing unit archives, b) moving inactive archive from processing unit to unit of archival center within an organization, c) crushing archives in accordance with the applicable provisions, d) giving static archives from archival unit to the national archives. Archives depreciation refers to Article 40 paragraph (2) letter c of Act No. 43 of 2009. It said that to reduce archives can do the following ways: a) transferring inactive archives from processing unit to archival unit, b) destroying records that have been depleted retention and have no use-value. In destroying those archives, the provisions of legislation should be implemented, c) giving static archives from the ones who issued them to the archival institution.

The archive transferring is done after having the classification. As an example is an active archive that has become inactive, then, it should be moved to the inactive group (Sugiarto, 2005: 110). It means that as long as the archives are categorized as active, the archive is managed and stored in their respective work unit. While the archives that have been inactive, they should be managed and stored in a central archive unit. Thus, there will always be transferring active files to inactive archive file (Amsyah, 2005: 215).

Archives may not be disposed at all of places or landfills because the archive can still be used by others and may also be used by other parties who wish to make a profit. Destruction of records should refer to Article 49 letter b of Act No. 43 of 2009. It means that the archive that do not have a use value, has discharged their
retention and information should be destroyed based on JRA. Then, the other conditions that an archive can be destroyed are there is no legislation that prohibits it, and the archive does not relate to the completion of a case process at the court.

3. METHODOLOGY

3.1. Research Approach

The approach in this study was a qualitative approach. For having valid, objective and representative data, the researchers systematically described the design of the study. They were written as follows: a) researchers conducted an exploratory study and documentation to get concepts and theories on the records management in the Senior High School in Semarang, b) researchers were responsible for collecting and classifying the data carefully and thoroughly, c) researchers analyzed the data. Further, the focus of this research was dynamic record management in Senior High Schools in Semarang.

3.2. Sources of Data

Sugiyono (2010: 308) stated that the primary source is a data source that directly provides data to the data collectors, and the secondary source is a source that does not directly provide the data to the data collectors. Moleong (2007: 157) stated that data sources are data obtained directly. They could be words and actions of those who were observed or interviewed as a primary data sources. Then, it included the data obtained indirectly from written sources including sources of books and journals, sources from archives, personal documents and official documents. The grid research and data sources in this study can be seen in Table 1.

Table 1. Grid Research and Data Sources

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3.3. Data Collection Techniques

Data was collected by means of: a) observation, b) interview, c) documentation. An observation used in this research was done openly. The observation was known by the subject, and the subject provided the opportunity for observers to observe the events that occurred.

Interview is a meeting of two people to exchange information and ideas through questions and answers, so it can be constructed meaning in a particular topic (Sugiyono, 2010: 72). Interviews conducted by the researcher on the informants were in the form of question and answer based on interview guide. Documentation as supporting data from interviews and observations was used to obtain data or information.

3.4. Objectivity and Validity of Data

In conducting the study, researchers did not take sides on one person only. However, researchers summarized various opinions from the informants. The objectivity that was done by researchers aimed at having valid data. Then, triangulation was also implemented to check the validity of data. The researchers
combined various data collection techniques and data sources that already existed. The validity of the data could be obtained by employing triangulation. It was used to check data from various sources in various ways, and various times. Triangulation is a technique to check data validity and utilizes something else (Moleong, 2007: 330). In this case, the researchers compared data between observations and interviews, compared interview results between informants, and compared the results of interviews and documents.

3.5. Analysis Data Model

According to Bogdan in Rachman (2011: 173), data analysis is a systematic process of searching for and compiling data obtained from interviews, field notes, and other materials, so it can be easily understood and its findings can be communicated to others. Data have been obtained from the observation, interviews and documentation later on though and analyzed. Sugiyono (2010: 336) also said that analysis of data should be done more when having the process of data collection in the field. Data analysis was performed at the time of collecting the data, and after the completion of data collection in a particular period. In analyzing the data, descriptive data analysis was employed. The obtained data was described to get a picture of facts. The researchers described what they saw, heard, felt and asked. They also sorted the data by selecting which data were interesting, important, useful, and new (Rachman, 2011: 151).

The Research conducted by these researchers used the analytical techniques of interaction with the steps written as follows: a) reducing data, b) presenting data, and c) drawing conclusions. Data reduction was a form of analysis included, classifying, directing, disposing of unnecessary data and organizing data in such a way that the final conclusions could be drawn and verified. The data gathered in the field was quite a lot, the researchers recorded accurately and in detail. They also quickly analyzed the data and reduced the data that was not needed whenever they got the data. Reducing the data in this study should be tailored to the focus and formulation of the problem, so that, the data related only to the management of dynamic archives. If there was not any corresponding data obtained with a research focus, it would be eliminated or reduced.

Presenting good data was a fundamental way for valid qualitative analysis. Once the data was reduced, the next step was displaying data. Displaying data in this study was in the form of interviews. It covered planning archives, having steps in records management, personnel preparation, controlling files, and controlling archives. Indicators that would be studied were given encoded transcripts on each of the interviews and field notes.

Conclusions were also verified during the study. Simply, the meaning emerged from the data was tested for knowing truth, strength, and suitability. In other words, its validity was necessary and validity test was employed. This conclusion had to comply with some archive data in the form of planning, having steps in records management, personnel preparation, controlling files, and controlling archive.

After all of data was reduced, then verification was made. If there was not any changes in management during the study, verification would remain the same. Analysis is a series of activities that compromise of data reduction, data presentation, and conclusion or verification. Those activities occur at the time before, during and after the collection of data. Model in the analysis of the data is shown in figure 1 below (Sugiyono, 2010: 338):
On the above figure, there are four interrelated components. Data collection was the first step in the study. It was used for data presentation materials. The data collection could be done both at the time of observation and then continued at the interview. Once the required data was collected, the next step was data reduction. Here, all of the collected data could not be presented. Selecting whether the data was important was done at the stage of data reduction. Reduced data was then presented. The final step after the third phase was completed was drawing conclusion.

3.6. Research Procedure

This stage consisted of pre-court stage, field work stage and data analysis stage. At pre-court phase included some activities such as choosing the field of research, signing an agreement, exploring the field, selecting and utilizing informants, preparing tools needed and research ethics issues.

At this field work stage, researchers tried to gather the necessary data either secondary or primary data. In this case, the outlines of data, obtained from informants and documents. Then, the data was used to describe the object that became the focus of research. Further, it had been determined by researchers, so that, accurate data could be yielded. After obtaining the data, the next procedure was the stage of report preparation. At this stage, the researchers compiled a written report systematically, so that, it could be known or read by others. In addition, by showing the research procedures, it was expected that others could check the truth of the research.

4. RESULTS

4.1. Implementation of Dynamic Record Management to Support School Accountability

Management of records in an organization is very important. It is used to support the organization's administrative order as well as at school as an education unit. Good records management will be able to support the accountability of schools. Each education activity in the school such as the input stage, processes, and outputs always produces the documents activity. The documents are a form of archive. School archives are often called as records. Records management at schools, starting from planning to systematic extermination is conducted by staffs who understand about the archives.

The first stage of records management at school to support school accountability is the planning stage. Planning an archive should be created, so that, there are clear plan, direction, and purpose. The purpose of having plan is to have good archive management. If there are leaders or institutions that need the archive, the archivists can rediscover the archive records quickly. It really supports school accountability. Additionally, archive planning is used as a source of information and to provide services to those who need the archive.

Planning an archive that is held at the high school in the city of Semarang has not been implemented optimally. Most schools do not have full commitment to the implementation of a good school archives. Schools do not have a plan for using an archive system, having supporting infrastructures and hiring archivists. Based on the observation done, most schools do not have archivists who can handle the archive system. Records Management in school is held by employees of administration. Besides it, the school does not have archives storage. Archives relate to school activities are kept in administrative rooms, some are stored at teachers' desks or vice principal's room. This condition shows that the implementation of records management in school is not based on an ideal archival storage system. In addition, the school also does not have standard operating procedures for the school archives.

The types of records relating to school activities include student records, teacher archives, employee records, school records, cooperation archives, and alumni archives. The students archives are all student records, start from their entry to the school up to their graduation. Teacher archives are all teacher records relate to teacher biographies, teachers’ activities and evaluation of teacher performance. Employee archives are all records relate to personal data of employees, employees’ activities, and the evaluation of employee performance.

Organizing is the second phase after planning archives. Organizing is needed for grouping dynamic archives in accordance with the existing archives in the school, so that, it will facilitate the process of archival storage and retrieval of the school records. The results of study at the school show that the organization has not done well by the school. Ideally, schools should identify the school archives, so that, they can group the existing archives. However, this was not done by the school. Moreover, schools have not had commitments relate to the provision of facilities and supporting infrastructure in the school archives yet. Currently, the infrastructure used is insufficient, so they cannot keep their records properly. The archives are still kept in administration room at school.

http://ijaedu.ocerintjournals.org
Unfortunately, school archiving is handled by administrators as many schools do not have a filing clerk. Archive storage is also carried out without using a consistent archival system and also with minimal infrastructure. Moreover, many schools do not have standard operating procedures relate to archival storage, borrowing records, and archives depreciation. They also have not done shrink age and destruction of records in accordance with archival procedures. It causes build-up unused archives in the administration room.

Supervision of archives at the school also has not been implemented properly. Here, archive supervision aims to make the plans realized. The function of supervision is supervising the works that has been carried out. Further, assessing and undertaking necessary corrections are also the other function of supervision. Unfortunately, monitoring, carried out in the school has not been done maximally. It can be seen from constraints that occur when implementing records management.

Administration staffs inform that the Implementation of records management in schools has not been effective and efficient. They have still difficulties in rediscovery the archives when someone needs some documents. They expect the school management has more commitment in school record management.

4.2. Components that are Associated with the Dynamic Records Management in School

The components relate to records management and school accountability are: a) system, b) human resources, c) facilities and infrastructure to support the school archives. The school has not used the archival system consistently, so that, in rediscovering the archive cannot be fast. Most schools segment and keep their records based on subject matter and date system. However, the implementation of archiving is inconsistent as sometimes archives are not stored properly.

Next, human resources also play an important role in records management at school. Ideally, archivists are ones who have a background in archival study and skills in the management of archives. Unfortunately, the real conditions at school show that administration staffs do not only responsible for running the administration things, but also the archiving system, even though they do not have any knowledge about archiving, so that, the dynamic records management does not run well.

The other components that support dynamic record management are supporting facilities and infrastructure. Here, archival facilities and infrastructure really help archivists to do their duties. However, many schools do not have good commitments to provide facilities and infrastructure. Then, a cupboard for keeping archive equipment or tools, shelves, tables, staplers are not provided at school sometimes. Even, the number of paper clips is not too many at some schools.

4.3. Constraints of Dynamic Record Management Implementation in Schools

The school has several obstacles when handling the records management to support the school accountability. They are human resources and supporting infrastructure of archives. Currently, many schools do not have any staff who can handle the school archives. School records management is held by a clerical officer whose knowledge of filing still minimum. It has become one of the causes of bad school record management. In this case, the school should delegate its staff to join archiving trainings.

The second constraint relates to facilities and infrastructure for the school archiving. Archives at the school are usually stored at administration room. The room is not too wide, and there are more and more goods and documents as the time goes by. It causes many archives are stacked at the corner of room. Every year, dynamic archives are kept and it will increase. Reports from staff, proposals, funding proposals and the financial statements each year will be kept in storage. An archive room is needed to avoid mingling of archives with other goods that are not needed in the archive storage. Security of archives can be controlled if the archives are placed in the archive room. If the space used is not sufficient, the buildup of records in one place will occurs. Use of one place can be effective but not necessarily efficient. In addition to archival storage space, the school must also provide supporting infrastructures.

The third obstacle is the lost of archive. Archives are lost because the control of the archive is not well carried out. The absence of standard operating procedures in the school archives especially in borrowing archives, result in undetected archive existence. Then, finally they are really lost. That phenomena occurs as there are not any record about ones who borrow the archives and give them back. It is getting worse when in restoring the archive, the archivist do not keep the archive at the right place. Sometimes, internal party often takes the archive without asking permission to the archivists and without making notes on borrowing books. These causes the archivists have difficulties to detect and find the archive in the future. The lost of archives may cause problems and lateness in the administration things, because finding out the lost archives must be done first and it takes time.
Losing records from a storage area will create great problems. Administrative activities can be hampered and need days or even weeks. Archive as a written evidence will always be needed as long as the use value is still valid. An activity at school will not be separated from archiving. School accountability will be realized if it is supported by authentic documents that are complete and accurate.

5. CONCLUSIONS

The conclusions that can be obtained from this study are: a) the implementation of records management in the school to support school accountability has not been consistently implemented in accordance with the system of archives use, b) the components needed for handling records management in school systems are human resources, infrastructures and facilities, c) the constraints faced by the school relate to the implementation of records management to support the accountability of schools are the lack of competence of personnel records, minimum archival supporting infrastructure, and the lost of archives. Therefore the schools should delegate their staffs to join trainings about archive filing, and provide archiving facilities. To prevent the lost of records, it is needed to make standard operating procedures about storage and archive borrowing, and to have good supervision of archives.

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